Trichy

City-Wide Inclusive Sanitation





DECEMBER 2019



The Indian Institute for Human Settlements is a national education institution committed to the equitable, sustainable and efficient transformation of Indian settlements. IIHS is India's first prospective independently funded and managed National University for Research and Innovation that focuses on its ongoing urban and development transformation. It is a first-of-its-kind, practice and innovation-oriented knowledge institution that seeks to bridge the conventional excellence, scale and inclusion divide.

Acknowledgements

IIHS would like to thank the leadership, staff and consultants at the Bill & Melinda Gates Foundation, especially Roshan Raj Shrestha, Alyse Schrecongost, Lucero Quiroga, Madhu Krishna, Sakshi Gudwani, Radu Ban, and Graham Snead, who provided valuable guidance and support both prior to and throughout the gender analysis in Warangal.

IIHS sincerely thanks Mr. Ravichandran, TCC Commissioner, Ms. Amuthavalli, Chief Engineer, staff of TCC Sanitation Department, Dr. Jagannanthan, City Health Officer, and leadership at Gramalaya and PDI. These individuals, representatives, and institutions shared valuable information during the assessment process.

IIHS expresses gratitude to staff, including Kavita Wankhade, Parameshwar Hegde, Sugantha Priscilla L, Abhilasha N and IIHS Trichy staff who supported the gender analysis, giving us their time and supporting us through the process.

Finally, IIHS thanks Iris Group colleagues, including Dr. Kathleen O'Reilly, Dr. Girija Godbole, Kanthi Swaroop, and Dr. Maneshka Eliatamby, for supporting us during the analysis.

The Gender Analysis and development of the Gender Action plan was made possible with the generous financial and technical support of Bill and Melinda Gates Foundation. Technical assistance was provided by Iris Group.



Gender Analysis Findings

The gender analysis sought to capture ongoing gender work and identify gender-related barriers, gaps, and opportunities to inform gender-integrated inclusive sanitation activities, indicator development, and strategies in Trichy. Its methodology included a literature review, field assessment, and an iterative and comprehensive analysis with staff, stakeholders, and partners.

Findings have been structured and presented in this section by emergent themes, namely the role of the Trichy City Corporation (TCC) and non-governmental organizations (NGOs) in gendering sanitation for the city, engaging women in sanitation governance, gender and manual labour in the sanitation workforce, household level sanitation, how gender and stigma intersect in the sanitation value chain (SVC), inclusive design of community toilets (CTs) and public toilets (PTs), and uneven support from TCC for women's sanitation enterprises such as Sanitation and Hygiene Education (SHE) Teams, CT/PT operation, microcomposting, desludging, and solid waste management (SWM).

richy is known internationally for its institutional structures supporting women's income generation through their management of public toilets (PTs) and community toilets (CTs). About half of the city's 430 toilets are managed by Sanitation and Hygiene Education (SHE) Teams comprising women's self-help groups (SHGs). SHE Team members have a strong collective identity that is well-deserved. SHE teams are formally federated into Women's Action for Village Empowerment (WAVE) groups, qualifying them to manage and operate PTs and CTs. WAVE employs a profit-sharing system, and successful PT and CT operations subsidize those that are not. Not all CTs or PTs make a profit from user fees due to low footfall. Additionally, Association for Water, Sanitation and Hygiene (AWASH) committees comprising both men and women have been formed as part of community level sanitation institutions. Their role is to support SHE Teams in their communities and raise awareness of health and hygiene.

To date, many operational aspects of SHE Team PT and CT management such as general procedures, payment, cleaning, and feedback are not wellestablished or uniform. Training and establishing standard operating procedures will enhance SHE Team management systems. The Trichy City Corporation (TCC), for its part, provides opportunities for SHE team income generation through toilet management. Women's efficiency is praised by TCC officials as key to successful sanitation. In general, the TCC supports them (for example, by not giving contracts to Sulabh International), but recently it has reneged on its original responsibilities for maintenance and water expenses and shifted them onto SHE Teams. The TCC wants to close CTs with low footfall due to the rise in households that built IHLs through the Swachh Bharat Mission, jeopardizing future income for SHE Teams and their employees.

All slums have CTs, but not all CTs are in slums. Some lower middle-class neighbourhoods have CTs that women use. Some CTs have clothes washing (10 Indian rupees (INR)) and bathing places (5 INR). This is cost prohibitive for some women and lack of use has led to the conversion of bathing places to toilets. Also, not all CTs are children/elder/disabled friendly. While the original shift to pay-to-use toilets was difficult for neighbourhoods, the fact that they were managed by local women in the form of SHE teams positively influenced families to pay. Women reported that toilets that are free are not clean – an additional incentive for pay-to-use.

At one time, the TCC supported SHGs in microcomposting enterprises but later privatized these businesses by giving contracts to private operators. After privatization, micro-composting SHGs lost independence, internal control of wages, profits and self-governance. Some lost their jobs; others were hired by the private operators. Biometric attendance was put in place. Some private contractors do not pay wages regularly, creating livelihood insecurity for women. Previously the sale of dry waste brought an additional income to SHGs running micro-composting enterprises. However, because the sum was sizeable, the TCC took control of income from dry waste sales and incorporated it into existing budgets. For wastepickers working city streets, the drive to make Trichy bin-free has eliminated the income they derived from public waste sorting and sale.

Scheduled emptying has not found favour in Trichy over connecting households to underground drainage. However, sewerage is not possible in all parts of the city and there is a thriving desludging business and multiple operators. One of these operators is a woman who runs it



as part of a family business. The possibility of a women's federation running a desludging operation with TCC support has been floated. However, there is no clarity regarding its potential sustainability and profitability. Some male operators told the research team that women lacked the physical ability to handle things like broken pumps and faecal sludge, but evidence from other CWIS cities indicates that women successfully manage such tasks.

There is a widespread perception that desludging operators drink when on duty, which may explain why male family members are usually present at the time of desludging. The research found evidence indicating that drinking is not allowed, but some desludging workers said that they did drink when cleaning PTs (but not individual household latrines (IHLs)) due to the odor of faecal sludge. Unlike other India CWIS cities, men from north India are not hired as desludging labour because Trichy residents do not give them entry into their households.

As in other Indian cities, ongoing open defecation (OD) is usually due to water scarcity, housing insecurity, and lack of space. Not all poor women have access to functioning, secure toilets in a safe location. Women reported requesting IHLs from the TCC, without results. Women do not use PTs much compared to men when in low footfall areas, citing safety concerns and bad odors. PTs usually do not have a pad disposal system besides a dustbin, resulting in used cloths clogging toilets. An effort is underway to give awareness on different products available for menstrual hygiene so



"Women do
not perceive
practicing OD as
a major problem
since they have
got used to it
and men are
supportive"
FEMALE FGD

PARTICIPANT

that people can take decision with informed choice.

The TCC has done much with regard to inclusive design for the Third Gender community. There are two centrally located PTs with dedicated stalls for Third Gender, however, the Third Gender community is divided on the issue of using regular toilets (mainstreaming and social recognition as women) or having separate toilets (safety and social recognition as Third Gender). One transgender woman operates a CT that is used by both Third Gender and the local community. For Third Gender without access to dedicated stalls, using women's toilets can bring shame and harassment. Additionally, the busiest PT in the city had only two seats each for women and men, suggesting that adding seats should be a priority.

The Trichy City Council was dissolved in 2016 and has not re-assembled, despite court-ordered elections.



"Several awareness and motivation programs need to be conducted specifically for women and Third Gender"

FEMALE FGD PARTICIPANT Without this formally elected representatives, women's current interaction with TCC officials regarding sanitation is informal and ad hoc.

Trichy has a City Sanitation Task Force (CSTF), whose members are majority women. The CSTF does not currently have a regular meeting with TCC officials, but re-establishing a monthly meeting has support. It is unclear how women and the Third Gender community will be engaged after revival of formal political representation. For the present, sanitation concerns are brought to TCC officials and the CSTF.

Although not a substitute for democratically elected representatives, a number of non-governmental organizations (NGOs) and formal institutions are actively involved in meeting and supporting the needs of women and girls regarding sanitation. In particular, the NGO, Gramalaya, played a key role in establishing original institutional structures for gender and WASH, income generation for SHGs, and continues to influence TCC SVC policy.

A clear gendered division of labour in the SVC appears in Trichy. SHE Teams manage PTs and CTs. Women work at micro-composting sites. At higher level positions in the SVC, only three women are TCC assistant engineers, although the City Engineer is a woman. About half of TCC low-level sanitary workers are women. Men do the 'worst jobs' of liquid waste management – drain and toilet cleaning, underground drainage maintenance, and desludging. In the area of solid waste management (SWM), women do the manual work of collecting waste, while men drive the trucks that haul it. Female SWM collectors report facing sexual harassment from truck drivers, who retaliate by making their work more difficult if women resist truck drivers' advances.

SHE teams report hiring labour belonging to all genders, castes and communities, and that all are paid the same daily wage. To earn a living wage, sanitation workers typically have to work more than one job. Although most housewives perform unpaid labour related to household-level sanitation, caste stigma reduces women's unpaid labour toward neighbourhood cleanliness, as women of SC communities doing sanitation work do not want to lower their status in their neighbourhoods by doing such work there.

Male daily wage laborers have informally fixed minimum acceptable rates for jobs such as drain or toilet cleaning, acting on their collective strength as the only suppliers of these services. Male informal sanitation workers are clear that they do not want their wives or children doing this work, despite recognizing the advantage of formal government jobs as sanitation workers. As in other India CWIS cities, the researchers heard reports that if permanent sanitation jobs were offered by the government, any caste would take up sanitation work. Neither male nor female sanitation workers receive personal protective equipment and lack the power to insist on having it, or if they do receive it, to insist that it is appropriate to their given tasks.

Usually only castes historically forced to engage with sanitation work do SWM, manual cleaning and scheduled emptying due to widespread stigma attached to these tasks. Due to lack of other employment opportunities,

members of these communities fully expect that they will be forced to take up this form of employment. It is also possible that those who are well-educated may take up toilet cleaning work. Sanitation workers are often treated poorly, such as clients refusing to speak to them or passers-by making rude comments. The majority of toilet and drain cleaners and waste collectors are ashamed of the nature of their work, and their children often face humiliation and sometimes discrimination at school. In spite of stigma, some workers



"Where there is unemployment, well-educated individuals may take up toilet cleaning work"

FEMALE FGD PARTICIPANT

do not hide the nature of their work from others, and some men working in desludging reported that they recommended this work to their friends and relatives because of the job security it offered.



TRICHY INCLUSIVE SANITATION GENDER INTEGRATION

Action Plan



Systematically derived from the gender analysis findings, IIHS and partners have co-created a list of recommended actions both existing project-level gender integration activities, as well as new opportunities for ongoing gender integration into CWIS activities. The following Action Plan is a presentation of these recommendations, endorsed through a Strategic Prioritization Exercise (SPE) to promote gender equitable results in Trichy's sanitation sector. Additional recommendations not selected for inclusion in this Action Plan remain listed in the Gender Analysis and Integration Matrix (GAIM), for future reference and integration into sanitation activities.

In 2019, IIHS conducted a comprehensive gender analysis in Trichy to (1) build consensus among grantees and their city partners for a shared vision for gender integration in inclusive sanitation and an action plan that lays an action plan that lays out priority actions to achieve their goals and (2) conduct city-specific gender analyses to document and build upon existing gender work, identify gender-related barriers and opportunities relevant to CWIS, and recommend actions to leverage opportunities and address barriers. This action plan presents findings and recommended actions for Warangal, as per the CWIS approach.

Citywide Inclusive Sanitation (CWIS)

Citywide Inclusive Sanitation (CWIS) is a comprehensive approach to urban sanitation rooted in multi-sector collaboration. One of the seven principles guiding the CWIS initiative is the integration of gender and social equity throughout the design and delivery of city sanitation services. A primary intended outcome of the CWIS portfolio is improved agency of women in sanitation decision-making at the household and policy levels.

HOW TO USE THIS ACTION PLAN

Each finding from the Strategic Prioritisation Exercise is expressed in a recommendation for future planning. These recommendations include the following actionable components:

Overall of recommendation, and why it is important for IIHS work going forward.

POLICY STATEMENT 1
Expand upon the role of the Trichy City Corporation (TCC) and Non-governmental Organizations (NGOs) in Gender Intentional Sanitation

TCC, NGOs, and
Sanitation

Mandation and synapside of the City

TCC, NGOs, and
Sanitation

Mandation and synapside of the City of



Expand upon the role of the Trichy City Corporation (TCC) and non-governmental organizations (NGOs) in gender intentional sanitation for the city

TCC, NGOs, and Sanitation

Assess ways in which municipal stakeholders and organizations in the city can expand urban sanitation efforts using gender intentional strategies. This could include hiring women throughout the municipal sanitation field, integrating gender-related issues in sanitation decision-making, and reviewing existing trainings and structures for enhanced gender sensitization. Mobilizing municipal and non-governmental stakeholders to use gender intentional strategies in their sanitation activities supports widespread, consistent, and inclusive implementation of CWIS principles.



IIHS has lined up gender sensitization trainings for officials in the TCC that work within the sanitation sector. Coordinate efforts of separate NGOs so that maximum benefit for women can be achieved through collaboration and strengths of each organization. Foster discussion of multiple approaches to problems requiring complex solution, such as menstrual hygiene management (MHM) education and practices.

Review what public toilet (PT) and community toilet (CT) structures and systems serve and do not serve women and the community well, and alter PT and CT structures and systems to better serve the community.

Engage with TCC to establish a percentage of women hired as engineers/staff in decanting, pumping stations and faecal sludge treatment plants (FSTPs).

Offer gender sensitization training for TCC officials responsible for sanitation efforts.

Continue working to professionalize and reduce operational hurdles for Sanitation and Hygiene Education (SHE) Teams.

Encourage TCC to develop a regular citizen engagement mechanism for sanitation related issues, and specific attention should be paid to women's issues in sanitation.

RELATED FINDINGS

A number of nongovernmental organizations (NGOs) and formal institutions are actively involved in meeting and supporting the needs of women and girls regarding sanitation

Not all CTs are children/elder/disabled friendly.

IIHS is aware at many operational aspects of SHE Team PT and CT management, such as general procedures, payment, cleaning, and feedback, are not well-established or uniform.





Integrate gender into manual labour in the sanitation workforce

Manual Labour in the Sanitation Workforce

Develop opportunities for gender integration into the sanitation workforce, especially with regard to manual labour. By creating professional development and employment opportunities for women, targeting behaviour change, and improving workplace policies for sanitation workers, all aspects of manual labour in the sanitation workforce can be addressed using a gender-intentional approach. This encourages more equitable employee engagement within the sanitation workforce and can strengthen the quality of sanitation services provided in the city.



RELATED FINDINGS

Encourage employers to pay minimum wage to sanitation workers. Additionally, paying sanitation workers minimum wage raises the status of the job and the dignity of those working as sanitation workers.

To earn a living wage, sanitation workers typically have to work more than one job.

Raise the profile, respectability and dignity associated with work in the sanitation value chain (SVC) through professionalization and safety trainings.

Three women are TCC assistant engineers, although the City

The valuable contributions made by sanitation workers to the Swachh Sarvekshan should be acknowledged by the city, encouraging attitudinal change among the community.

Engineer is a woman. About half of TCC low-level sanitary workers are women

Continue to develop behaviour change communication (BCC) materials and advocacy using cases of successful women.

> IIHS is reaching out to women in technical fields.

Review and develop strategies on creating opportunities for women in more professional jobs as the evidence indicates that they may be easier to create jobs than doing manual labour.

Target young women in college studying technical fields about professional opportunities in the SVC.





Encourage support from the TCC for women's sanitation enterprises

CT and PT Operations

Address existing challenges with CTs and PTs, and revise restrictive or inequitable operational constraints to better support the needs of the city. Through evaluation of feasibility, accessibility, and procedural efficacy of CTs and PTs, as well as strengthening intra-stakeholder communication and capacity building of women sanitation workers, Trichy's sanitation enterprises can support CWIS principles.

Analyse the implications of existing cost structures for use of CTs – washing clothes, bathing and general use – and revise if they are deemed cost prohibitive for low income women and men.

Create profitable work opportunities for women interested in working in the SVC.

Work with SHE teams to ensure that they provide employees with living wages.

Evaluate best practices and standard operating procedures for CT oand PT management.

Include operational standards for general use, payment, cleaning, and feedback for CT and PT management.

Organize training in accounting, administration and fiscal oversight for SHE Teams.

Work with the TCC to establish clear lines of communication and responsibility regarding CT and PT support and maintenance that is provided by the city.

Evaluate the feasibility of renovating CTs in poor condition with low footfall that could then be managed locally.

RELATED FINDINGS

Some CTs have clothes washing (10 Indian rupees (INR) and bathing places (5 INR). This is cost prohibitive for some women.

SHE teams report hiring labor belonging to all genders, castes and communities.

Many operational aspects of SHE Team PT and CT management, such as general procedures, payment, cleaning, and feedback, are not wellestablished or uniform.

The TCC provides opportunities for SHE team income generation through toilet management.

The TCC wants to close CTs with low footfall due to the rise in households that built IHLs through the Swachh Bharat Mission

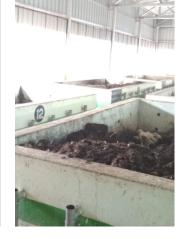


ACTIONS IN IMPLEMENTATION

IIHS is engaged in the process of evaluating the feasibility of renovating CTs, improving communications with TCC, and establishing best practices for operational efficacy of CTs and PTs.

Furthermore, IIHS has lined up initiatives to analyse current CT cost structures and their implications, promote forums for recruiting women who are interested in working in the SVC, and work with SHE Teams in establishing living wages for employees.

Moreover, professionalization of SHE Teams and reduction of their operational challenges is aligned with current IIHS objectives.





Micro-composting, Desludging, and SWM

Enhance the quality, accessibility, and feasibility of sanitation enterprises like micro-composting, desludging, solid waste management, household latrines, and more. By ensuring fair compensation of sanitation workers, hiring of women within these enterprises, and maintenance of operational standards, the city can promote safer, equitable, and more inclusive citywide sanitation.



RELATED FINDINGS

In the area of SWM, women do the manual work of collecting waste, while men drive the trucks that haul it.

The possibility of a women's federation running a desludging operation with TCC support has been floated. However, there is no clarity regarding its potential sustainability and profitability.

IIHS is already engaging with SHE Teams to enhance the safety and functionality of CTs/PTs, working with the city to discourage cost-prohibitive PTs, and researching the practice of OD locally.

The original shift to pay-to-use toilets was difficult.

Many operational aspects of SHE Team PT and CT management, such as general procedures, payment, cleaning, and feedback, are not well-established or uniform.

- Private companies engaged in micro-composting should be encouraged to hire members of self-help groups (SHG) Teams previously engaged in this activity, and if possible, to hire all members.
- Women working in micro-composting should receive minimum wage.
- Private contractors engaging in solid waste disposal should be required to hire women for these jobs and ensure that a certain percentage of these jobs are reserved for women.
- Train women to drive both trucks and autos that could be used in solid waste management (SWM).
- Continue to assess the feasibility of a women's federation-run desludging operation for profit and sustainability.
- In slums where water scarcity is a reason for open defecation (OD), take steps to establish secure water supply.
- Use women's preference for latrines over OD to mobilize latrine construction and adoption.
- Engage with city and SHE Teams to ensure that CTs and PTs are safe and functional, using best practices. Ensure the safety of women and girls at CT/PTs.
- Engage with city to ensure that using pay-and-use PTs is not cost prohibitive for women, men and children.
- CTs and PTs should be maintained, and safety and hygiene standards should be set by the city and monitored regularly.
- Continue to pursue funds to build individual household latrines (IHLs) for all households, as encouraged by the Swachh Bharat Mission
- Assess the feasibility of keeping existing CTs open and the interest of households that use them in maintaining them.
- Carry out further research to understand why OD is practiced even when CT/PT is available.
- Conduct a feasibility study of the costs involved in changing existing insanitary toilets to sanitary toilets.





Examine the intersections between gender and stigma in the SVC



Gender and Stigma in the SVC

Analyse the ways in which gender and stigma intersect in the SVC and address their impact on local sanitation using a gender intentional approach. Given the stigma associated with working in the sanitation sector, highlighting successful individuals and role models working within the SVC can promote behaviour change. Additionally, improving standards around personal protection and menstrual hygiene management successfully target gender-related aspects of working in sanitation. By addressing these intersections between gender, stigma, and sanitation, the city promotes more equitable and inclusive citywide sanitation.

- Carry out BCC activities within the community that address the issue of stigma and promote dignity of sanitation work.
- Showcase all, especially women and those from scheduled castes, who are ocontributing to their community by working in the SVC.
- Develop community outreach to alter the misperception that work in the SVC is dirty and stinky (and therefore, so are those that do it), and to sensitize communities about the work of SWM and faecal sludge management (FSM).
- Reinforce with PT and CT caretakers the value of the contribution that they are making to the community.
- Urge the TCC to ensure that all sanitation workers receive appropriate personal protective equipment (PPE).
- Educate female and male sanitation workers about their rights, including PPE, safety standards, etc.
- Educate desludging entrepreneurs on the importance of maintaining high standards of safety and customer service, including ensuring that workers are sober, and households are comfortable during desludging.
- Provide desludging operators with necessary safety gear to ensure they are not subject to hazardous conditions and bad odors.
- Use celebrities such as the original Murugananthan 'Pad Man' to carry out BCC activities.
- Encourage TCC to include MHM disposal bins in TCC-managed women's toilets
- Work with TCC to encourage PT and CT operators to include MHM disposal bins in women's toilets.
- Educate women on usage and disposal of sanitary napkins.
- Search for avenues for constructive male engagement on MHM.
- Address maintenance issues such as bad odor of public toilets.
- Address safety issues at public toilets, following best practices.



ACTIONS IN IMPLEMENTATION

IIHS has initiatives underway to include MHM disposal services in TCC-managed toilets and PTs managed by other operators.

Additionally, IIHS has already planned to carry out behavior change, outreach, and education activities to combat stigma around working in sanitation and promote use of personal protection by employees.

RELATED FINDINGS

Usually only castes historically forced to engage with sanitation work do SWM, manual cleaning and scheduled emptying due to widespread stigma attached to these tasks.

Neither male nor female sanitation workers receive personal protective equipment and lack the power to insist on having it, or if they do receive it, to insist that it is appropriate to their given tasks.

Drinking is not allowed, but some desludging workers said that they did drink when cleaning PTs.

An effort is underway to convince women and girls to switch to reusable menstrual hygiene management (MHM) materials that do not contribute to solid waste.

Women do not use PTs much compared to men when in low footfall areas, citing safety concerns and bad odors.

